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30 November 1979

MEMORANDUM FOR:  Bruce C. Clarke, Jr.
                 Director, NFAC

**25X1**

FROM           :  [              ]
                  Acting Chief/RES

SUBJECT        :  Handling of CIA Requirements for
                  Imagery Analysis [    ]

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1.  Prior to mid-1978, the Requirements and
Evaluation Staff was the clearing house for all
Agency requirements to the Office of Imagery
Analysis or the National Photo Interpretation
Center for the analysis of imagery.  At that
point, through agreements reached with OIA, NPIC,
the NFAC production offices and other Agency re-
questors, we arranged for the direct transmission
of requirements from NFAC requestors to OIA and
NPIC.  RES agreed on its part to monitor the
effectiveness of these procedures, to assist where
needed and to survey at some point the satisfac-
tion or dissatisfaction of all parties to the new
arrangements. [    ]

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2.  We have conducted such a survey (the re-
sults of which are attached) and find that there
is general satisfaction with the current require-
ments handling system.  The few complaints which
did surface appear to stem from either misunder-
standings between the bodies involved or a break-
down in communication.  These faults should be
mitigated by means of a Requirement Handbook, now

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SUBJECT: Handling of CIA Requirements for Imagery
Analysis ☐

being prepared by OIA for circulation to NFAC and
other agency consumers. (Recommendation #1.)* RES
in turn is reviewing existing training materials
(DDS&T video tapes and the like) and investigating
the development of other means of informing
analysts of the imagery requirement/analysis

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process. (Recommendation #2)* ☐

3. There has been extensive coordination
and cooperation throughout NFAC during the course
of this survey and the development of the recom-
mendations. OIA and RES are proceeding to im-
plement those recommendations. No action on your

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part is required, therefore. ☐
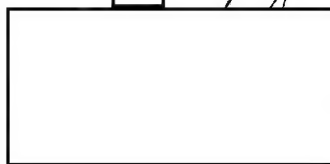
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Attachment:
   As stated

\* These recommendations are made
in the attached survey.

MEMORANDUM FOR: Director, OIA

Attached for your information is a copy of the final report on the RES survey of imagery requirements handling and satisfaction. Personnel of your office were contacted during the course of this survey and their inputs are included.

Also attached is a covering memo to the D/NFAC.
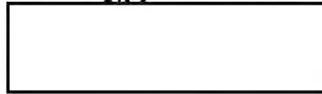
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Date 30 November 1979

FORM 5-75 101 USE PREVIOUS EDITIONS

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## ROUTING AND RECORD SHEET

**SUBJECT:** (Optional)  *Review of Imagery Reqmts, Handling and Satisfaction*

**25X1**

| FROM: Acting Chief, RES Rm 3E58, Hdqtrs | EXTENSION 5536 | NO. |
|---|---|---|
| | | DATE |

| TO: (Officer designation, room number, and building) | DATE RECEIVED | DATE FORWARDED | OFFICER'S INITIALS | COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.) |
|---|---|---|---|---|
| 1. Director, OIA  **25X1** | | | | |
| 2. | | | | |
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OFFICE OF
IMAGERY ANALYSIS

| DIRECTOR | |
| DEP DIRECTOR | |
| EXEC OFFICER | Z |
| SECRETARY/DIR | |
| SECRETARY/DEP DIR | |

4 DEC 1979  GL

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REPORT OF SURVEY OF IMAGERY REQUIREMENTS
HANDLING & SATISFACTION AMONG NFAC AND
DDS&T OFFICES

## 1. SURVEY APPROACH

The survey of imagery requirements handling and satisfaction
among NFAC and DDS&T offices was conducted on an interview basis.
A 31 May 1979 memorandum was sent to each of the participating
offices by the NFAC Requirements and Evaluation Staff announcing
the survey, requesting points of contact for the interviews and
providing the list of questions upon which the interviews were to
be based. ☐

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In the June through August period 18 interviews with 12 NFAC
and DDS&T user offices were conducted by phone, and the remainder
face-to-face. A draft report was written summarizing what the in-
terviewer concluded were the key results of these interviews. ☐

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An interview with OIA was scheduled and conducted in September.
At the conclusion of that interview, the draft report was presented
and comments were solicited and discussed. The draft report was then
revised incorporating the results of the interview with OIA and dis-
tributed for review and comment by the participating offices. The
final report incorporates the feedback received from that review. ☐

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Offices included in the survey are as follows: ☐

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| | | | |
|---|---|---|---|
| OER | OWI | NIO/SS | |
| OGCR | OD&E | DDO ☐ | **25X1** |
| OPA | ORD | OIA | |
| OSI | OTS | | |
| OSR | OSO | | |

## 2. DISCRETE ANSWERS TO SPECIFIC QUESTIONS

The specific questions were used primarily to establish the items of interest for each area of discussions. The general interview approach was to first attempt to obtain with discussion or qualification a discrete response to the specific questions in an area of discussion, and then follow the responses without a discussion of any reservations or qualifications that participants may have had in making discrete answers. The general discussion points were generally addressed in the discussion periods for each area.

Initially an attempt was made to obtain either a "Yes" or a "No" answer to each question. However, after several interviews it became readily apparent that a greater range of responses would be more appropriate, and "No Change" and "Not Applicable" responses were added to the "Yes" and "No" responses. It should be noted that 9 of the interviews, involving six offices, revealed that RES was not previously used as the interface with OIA for imagery requirements. Although the original intent was to include NPIC support in the survey, the few (and varied) inputs received resulted in addressing only OIA support.

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Table 1 summarizes the results obtained from the discrete question/answer portions of the user interviews and Table 2 lists the items addressed in the discussion portions of the interviews. The summary in Table 1 has only limited value and should be viewed with the following factors in mind:

a) Degree of experience in working with OIA varied widely.

b) Different interpretations were assigned to some of the questions in different interviews.

c) Some responses were based on strong feelings, others on more of a guess.

d) In a couple of interviews involving more than one individual, difference of opinion was indicated and each significant opinion received a "vote".

It should also be noted that the answers given to the specific questions were primarily used to initiate and guide the discussions and not used as a basis for a final assessment of the results of the survey. No attempt was made at the conclusion of the discussion period to determine if the discussion would have changed any of the responses initially given.

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## TABLE 1

Answers to Specific Questions for Survey of Imagery Requirements

Handling and Satisfaction Among NFAC and DDS&T Offices [ ]

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| I. Questions | Yes | No | No Change | Not Applicable |
|---|---|---|---|---|
| A. With respect to the stating of a requirement or request, has the direct interface between the analyst and OIA and/or NPIC: | | | | |
| 1. Reduced ambiguity in the statement of a requirement? | 8 | 1 | 3 | 9 |
| 2. Reduced the need for more information at a later time to understand the requirement? | 7 | 1 | 4 | 9 |
| 3. Decreased the number of impractical requests? | 7 | 2 | 2 | 10 |
| 4. Decreased requirements entailing an excessive level of effort? | 7 | 1 | 3 | 10 |
| 5. Provided for better coordination (singly and collectively) between and within the exploitation and production offices? | 8 | 1 | 2 | 10 |
| 6. Provided for more timely coordination of requirements? | 7 | 2 | 2 | 10 |
| B. With respect to the status of response to a requirement, has the direct interface between the analyst and OIA and/or NPIC: | | | | |
| 1. Provided for a better understanding of the progress or status of work for a given requirement? | 7 | 2 | 3 | 9 |
| 2. Provided for a more timely determination or work status? | 7 | 2 | 3 | 9 |

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Table 1 (Continued)

| Questions | Yes | No | No Change | Not Applicable |
|---|---|---|---|---|
| C. With respect to the satisfaction of a requirement or request, has the direct interface between the analyst and OIA and/or NPIC: | | | | |
| 1. Generally decreased the time between initiation of a request and receipt of the finished responses? | 5 | 3 | 2 | 9 |
| 2. Decreased differences between the time the responses were due and the time the response was actually received? | 5 | 2 | 1 | 11 |
| 3. Increased the match between the desired support and actual response? | 8 | 3 | 0 | 9 |
| 4. Generally increased the clarity of the responses? | 8 | 2 | 1 | 9 |
| D. Procedures | | | | |
| 1. Is there less uncertainty on the part of the analyst on "where to go" for support? | 5 | 5 | 2 | 9 |
| 2. Is there better understanding of the procedures to follow in making/receiving a request for imagery support? | 6 | 5 | 2 | 9 |
| 3. Is there more consistent compliance with groundrules (procedures) in making/receiving support requests? | 6 | 1 | 4 | 9 |
| 4. Is there less overall time (man-hours) consumed in making/receiving support requests in OIA, NPIC and the production offices? | 7 | 2 | 1 | 10 |

Table 1 (Continued)

| Questions | Yes | No | No Change | Not Applicable |
|---|---|---|---|---|
| E. With respect to the package of Form 2 Project Sheets sent out by OIA: | | | | |
| 1. Is the package useful in determining status responses? | 2 | 4 | 0 | 14 |
| 2. Is the package useful in other ways? | 4 | 1 | 0 | 15 |

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## TABLE 2

Discussion Points for Each Specific Question ☐                          25X1

A.  What is working well?

B.  What problems exist?

    1.  What are possible/probable causes of the problems?

    2.  What alternatives exist which would alleviate the problems?

C.  Where are improvements desired?

    1.  Why are improvements desired?

25X1    2.  What alternatives can be identified which would provide the improvement? ☐

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## 3.  SUMMARY OF INTERVIEW DISCUSSIONS

Interviews with those users who have had continued direct interfaces with OIA for imagery analysis support almost unanimously indicated at least satisfaction with, if not high praise, for the cooperation and results of the work obtained from OIA. A large percentage of these users have specialized support requirements and interact with only one or a very few number of OIA imagery analysts. Assistance for support of a different nature is obtained either from those same analysts or through referral.  25X1

Most of the information presented in the following net summaries of the interview discussions of each of the survey areas is from the larger or more diversified users of OIA imagery analysis support. However, comments obtained from interviews with other users are included as appropriate.  25X1

## 3.1  SUMMARY OF DISCUSSIONS ON REQUIREMENT ESTABLISHMENT

Generally, the heavy and frequent users of imagery analysis and the relatively small but specialized and regular users who have their specific points of contact find the direct contact system working well. The light and infrequent users generally find the system less desireable than the interface through RES for the following reasons:  25X1

   a)  Lack of insight into which group in OIA has what allocated responsibility, and

   b)  Lack of a prioritization authority in NFAC for appeal of the relative priorities assigned by OIA to their requests and the requests of others.

Requests for OIA support fall into 3 general categories:

   a)  simple and short-term

   b)  continuing stream of specific, relatively simple requests in a general subject area, and

   c)  complex with relatively long response times expected.

Wider user satisfaction exists with the requirements negotiation process for the first two categories which also comprise the large majority of requests. Some specific exceptions to this satisfaction are:

a) overlap between requirements from various offices tends to confuse and lengthen the requirements negotiation process,

b) some requirements take longer to be accepted and initiated without RES support,

c) in several instances it was felt that the bureaucratic overhead had increased with additional management getting involved, and

d) sometimes a small and short-term request will be incorporated into a related but more extensive request by another office, complicating and lengthening the requirements negotiation process.

**ILLEGIB**

Complex and long-term projects are more difficult to negotiate, and long delays in receiving the results are often experienced.

**ILLEGIB**

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OIA indicates that it has had difficulty in obtaining research programs from other offices in order to become involved in the early planning so as to make the best utilization of its resources and provide the best support. OIA anticipates that procedures now in their initial stages will eliminate this problem.

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## 3.2 SUMMARY OF DISCUSSIONS ON STATUS DETERMINATION

There does not appear to be a significant change in user determination of the status of supporting imagery analysis after the change to the direct user/OIA interface. Many, if not almost all, of the user offices had at least some direct communications with OIA before the change. Generally, it appears that those users who maintain a dialogue with OIA imagery analysts feel that the status of efforts pertaining to their interests is understood, whereas those who do not have or maintain such a dialogue do not have cognizance of that status.

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One user observed that some OIA support was dependent upon satisfaction of imagery collection requirements, and that reporting

from the collection effort is marginal in delineating such factors as the fact of coverage and the quality of coverage such that OIA can be alerted by the user of the availability of applicable imagery. (OIA feels this alert is unnecessary since each analyst receives all imagery collection on his targets on a daily basis and frequently requests imagery when that available is not sufficient to satisfy his needs.) The insight into status is again dependent upon the degree of involvement of the user in actively following the collection and imagery analysis efforts.

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Another user observed that there may be an increasing trend in late requests by OIA for significant slips in due dates.

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3.3  SUMMARY OF DISCUSSIONS ON REQUIREMENT SATISFACTION

There were many user expressions of enthusiastic satisfaction with OIA's support. Some imagery analysts remember user needs previously satisfied and provide helpful and unsolicated updates to previous reporting as other tasks produce such information. Reporting of imagery analysis results is generally felt to be clear and to the point, and any questions are generally effectively answered. Some have negotiated receiving a higher priority portion of the overall response in advance of the completion of the total analysis effort.

No complaints were noted pertaining to OIA's imagery analysis itself. The problems which were raised are as follows:

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a) Excessive delays due to the editorial process in publishing a formal imagery analysis report,

b) Delays introduced by satisfaction of OIA self-generated reporting requirements, and

c) Disinformation and confusion as a result of OIA's attempts to produce finished intelligence: conclusions are sometimes incorrect, sometimes correct for the wrong reason, sometimes incomplete with erroneous impact, and often are not coordinated with CIA production offices. (One office reported that a similar problem had existed in the past, but had been resolved with coordination of the OIA report or by identifying OIA's participation in the project report by the user.)

OIA recognizes that problems still exist in meeting due dates. A contributing factor is the number of support personnel authorized. OIA also observes that although it does recommend topics to be reported on, work on these projects is not undertaken without the concurrence of the branch chief in the responsible production office. ☐

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### 3.4  SUMMARY OF DISCUSSIONS ON PROCEDURES

The discussions pertaining to procedural matters were very diverse. Most users generally were satisfied with the way the direct interface was working, although there were a few that felt a loss in responsiveness. Some specific observations are included in the following paragraph. ☐

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Some felt there was uncertainty in where to go for support previously and there is about the same uncertainty now. Some indicated that the infrequent user or new analyst now particularly suffers by not having someone in NFAC available for assistance, and that changing problems and assignments also contribute to a need for help; others felt that the correct place in OIA for satisfying an imagery analysis requirement could be readily determined by sequentially calling OIA offices until some opted to provide the needed support instead of referring the requestor to someone else. Some had a list of contacts in OIA; others felt a need for such a list but were not aware of one already in existence. Some felt that it was becoming more difficult to get a request accepted without undue paperwork; others stated that a good response was obtained with a simple verbal request. At least one office involves their production analysts in a course to familiarize them with how imagery can be applied to production analysis problems; others saw the need for similar training and were hoping that something could be provided. An observation was made that the degree of satisfaction with the negotiation process was sometimes affected by personality issues.

OIA feels a number of OIA individuals involved in the requirements negotiation process has decreased, although a branch chief probably spends a little more time since he actually writes the requirement for the user's concurrence. The current procedures force discussion of a requirement between OIA and the user and force a branch chief to acknowledge a request. OIA makes an effort to ensure that production office management is involved in the utilization of resources to ensure that essential things

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are done first; all that could be done with the volume of imagery received is not possible with the resources available. ☐    25X1

### 3.5 SUMMARY OF DISCUSSIONS ON OIA's FORM 2 PACKAGE

Most of the users interviewed were unaware of the existence of the package of Form 2 project sheets periodically distributed by OIA. Some who were familiar with the package felt that it was useful in showing where time was being spent, where emphasis might be shifted, and, to a lesser degree, who is involved. Others who were familiar with the package felt that it was not useful since it often was out-of-date, inaccurate and overly optimistic (or, too inflated) and phone calls to OIA were necessary to get the information really needed. ☐

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OIA has received some feedback from the Form 2 distribution, but not as much as is desired. However, the feedback that does come is helpful. ☐

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### 4.0 CONCLUSIONS AND RECOMMENDATIONS

Nothing was uncovered in the survey which would indicate that the current approach to the handling of imagery requirements is fundamentally unsound. Communications between the users and OIA seems to be the key to making the approach work effectively. It appears that many of the problems identified in the survey involve a lack of confidence in knowing whom to contact for resolution of a problem or satisfaction of a requirement. The survey indicates that at least two recommendations are appropriate. ☐

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Recommendation 1 is for OIA to generate a concise NFAC Imagery Analysis Requirements Handbook which would contain the following:

1. Organization and function of OIA

2. List of OIA contacts by analysis subject, position title, branch, phone numbers (open and secure), and room number.

3. List of OIA contacts by geographic area, position, title, branch, phone numbers (open and secure), and room number.

4.  Procedures for levying a request for support, deter-
mination of work status, and appeal of a problem.

5.  Explanation of OIA's Internal Research Program policy
and procedures associated with its coordination.

6.  Purpose and use of Form 2 packages,

The draft handbook should be coordinated with the production

**25X1**   offices prior to release. ▢

Recommendation 2 is for RES to investigate the establishment
of a set of training materials (for example video tape training
aids/course(s)) relating imagery support to intelligence analysis
for on-demand use by NFAC production offices. ▢          **25X1**